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THE AMERICANIZATION MOVEMENT

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INTRODUCTORY STATEMENT

This paper is the result of a survey of the Americanization movement undertaken last fall in Washington, D.C., for the American Council on Education. Though written while the war was in progress, it is in no sense polemical; it is intended as a brief description of the chief agencies of Americanization, both private and voluntary as well as municipal, state, and federal. It also contains a summary of certain typical courses and methods. It was originally planned as a publication of the Council's Committee on Civic Education. Shortly after the signing of the armistice, November 11, 1918, the Council discontinued its work. The paper accordingly appears in the *American Journal of Sociology*.

HISTORICAL SKETCH OF IMMIGRATION

Foreign immigration to the United States prior to 1820 was largely from the British Isles. In colonial times, it is true, bands of Huguenots had settled in certain parts of South Carolina and elsewhere, and other Frenchmen had established themselves in Louisiana; Hollanders had founded New Amsterdam; Swedish settlements had been made in Delaware and New Jersey; and groups of Germans had migrated to Pennsylvania and western

New York. But, in comparison with the total white population, these non-British settlers formed but a small fraction of the whole.

Moreover, of the total number of Americans in the United States in 1820, by far the larger portion were of English or of Scotch-Irish ancestry. But shortly after 1820, the first year in which the Census Bureau records foreign immigration, there began a considerable Irish movement to America. This movement reached its height in the late forties and the fifties, owing chiefly to the severe potato famine in Ireland and to other causes of internal discontent and unrest. About the same time there began the first considerable migration of Germans to this country—a migration which was to continue in increasingly large numbers down to the early eighties. The crushing of the liberals in Germany in 1848 and the years following, together with the economic distress which occurred about the same time, were the propelling forces in this movement. During the same period, or a little later, large numbers of Swedes, Norwegians, and Danes also came to America.

In fact, down to 1885 by far the major number of foreign immigrants to the United States hailed from the countries of Northwestern Europe. With few exceptions these settlers were of Teutonic and Celtic origin, possessing ideals, customs, standards of living, modes of thought, and religion of the same general tenor as those of the earlier settlers. Illiteracy was uncommon; education was highly esteemed; for the most part homes were established in farming communities; and, with the exception of the Germans, there was little tendency among the incomers to settle in racial groups. In short, down to 1880 or 1885, foreign immigration presented few obstacles to successful Americanization.

About 1885 a change began to take place. In larger and larger waves immigrants began coming from Southern and Eastern Europe. Before 1885 nine-tenths of the incomers were from the countries of Northwestern Europe; by 1905, twenty years later, three-fourths of them had as their birthplace the countries of Southern and Eastern Europe. In these latter countries religion was dominantly Roman Catholic, Greek Catholic, and Jewish;

customs, habits, and to some extent ideals formed striking contrasts to those of Northern and Western Europe. Illiteracy ranged from 13.7 per cent in Austria to 78.9 per cent in Serbia. Whereas in our earlier immigration the illiteracy of immigrants had occasionally been less than that of native Americans, in 1910, 12.7 per cent of the foreign-born were illiterate, against 3 per cent of the native Americans. Most serious of all perhaps was the fact that, unlike the earlier immigrants, many of the late-comers manifested no intention of making America a permanent home and no desire of becoming Americans.

Keeping in mind these facts, the conditions revealed by the census of 1910 should occasion no surprise. In that year there were some 13,000,000 foreign-born whites in the United States, 3,000,000 of whom were ten years of age and over and were unable to speak, read, or write the English language. Over 2,500,000 of these were twenty-one years of age and over. Of these 2,500,000, over 1,500,000 were illiterate, and only 35,614 of the total 2,500,000 were in school. In other words, but a fraction over 1 per cent were undergoing any systematic training in the rudiments of Americanization.

Commissioner of Education Claxton thus sums up the situation:

In 1910 there were in the United States approximately 13,000,000 foreign-born persons, and about 20,000,000 more with one or both parents born in foreign countries. About 3,000,000 of the foreign-born over ten years of age could not speak English and about 1,650,000 could not read or write in any language. Nearly 50 per cent of the foreign-born population were males of voting age, but only 4 in every 1,000 attended school to learn our language and citizenship. Over 4,000,000 additional aliens were admitted between 1910 and 1915.¹

In view of the foregoing facts it is not strange perhaps to discover in the last census that while "45 States show an *increase* in the *number* of the foreign-born" all but two "show a *decrease* in the *percentage* naturalized";² and when we remember that the highest percentage of illiteracy and of ignorance of the English

¹ *School Life*, I, No. 2, p. 20.

² *War Americanization for States*, p. 3. Pamphlet published in October, 1917, by National Americanization Committee.

language is found among aliens from twenty to thirty-five years of age the problem from the economic, military, and educational point of view becomes grave indeed. The war has brought home to us as never before the realization of this situation.

The necessity for the Americanization of our foreign population may be summarized briefly as follows:

1. There are 13,000,000 persons of foreign birth and 33,000,000 of foreign origin living in the United States.¹

2. Over 100 different foreign languages and dialects are spoken in the United States.

3. Over 1,300 foreign-language newspapers are published in the United States, having a circulation estimated at 10,000,000.

4. Of the persons in the United States 5,000,000 are unable to speak English.

5. Of these persons 2,000,000 are illiterate.

6. Of the unnaturalized persons 3,000,000 are of military age.

7. In 1910, 34 per cent of alien males of draft age were unable to speak English; that is, about half a million of the registered alien males between twenty-one and thirty-one years of age were unable to understand military orders given in English.

8. War industries are largely dependent on alien labor: 57 per cent of the employees in the iron and steel industries east of the Mississippi, 61 per cent of the miners of soft coal, 72 per cent of workers in the four largest clothing manufacturing centers, and 68 $\frac{2}{3}$ per cent of construction and maintenance workers on the railroads are foreign-born.

9. Only about 1.3 per cent of adult non-English-speaking aliens are reached by the schools.

10. Many large schools in American cities have been spending more for teaching German to American children than for teaching English and civics to aliens.²

¹ By "foreign origin" is meant persons with one or both parents of foreign birth. This is the classification employed by the Census Bureau.

² This summary is taken in large part from a manuscript brief on the pending federal Americanization bill. (This brief is on file at the Committee on Public Information, Washington, D.C.) It draws also from a mimeograph *Outline of National and State Programs* of the United States Bureau of Education, Bulletin No. 86.

AGENCIES OF AMERICANIZATION

I. PRIVATE AND VOLUNTARY AGENCIES

The agencies promoting the Americanization of our foreign population may be treated under three heads: private and voluntary, state and municipal, and federal.¹

From February to June, 1918, an extensive survey of the agencies coming into contact with the foreign-born population of the United States was made by Mr. Joseph Mayper, under the joint auspices of the Committee on Public Information and the National Americanization Committee. This survey embraced foreign-born, native-born, educational, industrial, and labor agencies. It included within its scope racial societies, churches, fraternal orders, patriotic and social organizations, chambers of commerce, public and private schools, railroads, mines, and industries of all kinds.

In order to secure accurate and complete information on the location of foreign-language groups and the agencies dealing with them, letters of inquiry "were sent to 2,376 Mayors of Cities, 1,108 Chambers of Commerce, 2,353 trade organizations, 48 State Councils of Defense and their Woman's Divisions, 275 National Racial, Immigrant, Patriotic, and Philanthropic Societies, 50 National Religious Organizations, 1,071 Foreign Newspapers, 5,274 Superintendents of Public Schools, 269 Railroads, etc."²

As a result of this inquiry the names of "approximately 50,000 agencies (foreign, native, industrial, and educational)" were obtained. To each of these a registration card was sent asking for information on the principal foreign language spoken, the kinds of service and work being done with persons of foreign origin, and requesting suggestions or plans for the promotion of

¹ This paper is confined to the consideration of our foreign population above the compulsory school age (usually fourteen or fifteen years). Since an arrangement exists by which the Bureau of Immigration notifies school authorities of the various communities of the United States of the arrival of immigrant children of compulsory school age within their respective vicinities, many of the difficulties of enforcing the compulsory-attendance laws are obviated.

² Preliminary report of Mr. Mayper, pp. 2-3; in manuscript, on file with the Committee of Public Information.

Americanization. About 15,000 of the registration cards were filled out and returned. Valuable sources of information not investigated, or from which inadequate returns were obtained, are labor unions, steamship-ticket agencies, hotel employees, churches, and educational institutions. Replies from about 2,000 schools, libraries, etc., "were generally unsatisfactory," owing to errors in filling out the registration cards, and to the fact that "a number of the more important cities have not been heard from at all."

The survey is analyzed by Mr. Mayper in his preliminary report under three main divisions: foreign-born, native-born, and industrial groups. The following is a digest of this analysis.

1. *Foreign-born group*.—Each of the 33 important racial groups revealed by the survey as represented in the United States has at least two, and frequently more, national organizations. These organizations are usually of three general types, although they include numberless factions.

The first and most powerful type is the racial organization which exists "for the purpose of maintaining or securing the political unity and independence and perpetuation of their native land." An example of this group is the Polish Central Relief Committee of America. Some thirteen national Polish organizations of various kinds, embracing about 4,000,000 Poles, are affiliated with it. It engages in various kinds of propaganda for the promotion of Polish liberty and is active in recruiting Polish regiments for service in Europe and in collecting money for war-relief purposes. While some of the organizations affiliated with it may have a real interest in American traditions, customs, and ideals, the controlling Central Committee is interested only in the native land. It makes no effort to Americanize its adherents or to promote the welfare of America.

The second kind of racial organization "has for its main purpose the solidarity of the race in America." The Pan-Hellenic Union is typical of this group. It includes a large number of the Greeks in America. It manifests little or no interest in this country. Such an organization "fosters the language and traditions and customs of the home country here and urges its foreign-

born to stay together." It is therefore antagonistic to Americanization.

The third type of social organization exists "primarily to work for America and only secondarily for its native land." Unfortunately such organizations are few in number and weak in influence. The Croation League of the United States, which has only about one hundred and fifty branches, may be cited as an example. The pro-Austrian element among the Croations is so hostile to this organization that, when some two hundred Croations joined a branch which was being introduced at the Cramp shipyards, they "were attacked by other members of this race *at work in the same plant* on the ground that they were disloyal to their native country and were working against their own best interest." As far as the influence of organizations of this type extends it is a factor in promoting Americanization. Such societies should be encouraged.

2. *Native-born agencies.*—The native-born agencies reaching our foreign population fall roughly into religious, civic, fraternal, and patriotic groups.

Religious bodies such as churches and denominational organizations frequently form the only important means of approach to alien women. Hundreds of churches, especially among the Lithuanians and the Roumanians, exist chiefly for the foreign-language groups and owing to the tremendous power of the priests prove most effective means for Americanization projects if their co-operation is secured. The mission schools of the English-speaking churches are also influential among the persons they reach.

Social and civic organizations such as settlement houses, women's clubs, and home-visiting agencies, are active among foreign-language groups. These agencies have the welfare of America at heart.¹ They are ready and willing to work, but in general proceed "in a disorganized and aimless way."

¹ Among such organizations is the neighbors' League of America, 23 East 26th St., New York. This society has specialized among that portion of our foreign population who are not easily reached through the public classes, particularly the mothers of small children. It has also attempted to reach the alien woman whose husband or brother is in a military camp, and enable her to write letters and read the replies.

Fraternal orders like the Masons, Elks, and others have accomplished little, though in some instances they have appointed members or committees to undertake propaganda work among the foreign-born. In most cases they are eager to co-operate "if we will tell them what to do." If properly guided, these societies will prove a tower of strength in promoting Americanism.

Patriotic organizations like the National Security League and the American Defense Society have been active in distributing literature and holding public gatherings among the foreign-born. Their work is of unquestioned value in promoting patriotism, and, "when properly harnessed, should awaken an intelligent community attitude toward local foreign-language groups."

3. *Industrial organizations.*—Large numbers of foreign-language groups are employed in our industries. Many of these alien employees are hostile toward naturalization. The Bethlehem Steel Company, for example, states that of its 10,000 foreign-born employees "5,600 stated that they were not interested in Americanization, as they feared the result of becoming citizens of this country in view of the fact that they desire to return to their native land after the war." In some instances, examples of which will be described later, industrial plants are making systematic efforts at Americanization and results, so far as available, are encouraging. In general, however, industrial organizations "do not know what to do or how to do it, and invariably ask us for suggestions and material."

In addition to the agencies covered in the Mayper survey, a word should be said concerning the Committee for Immigrants in America and the National Americanization Committee. According to a memorandum prepared by these organizations for the Council of National Defense, "the Committee for Immigrants in America is a New York State corporation organized in December, 1909. It was originally known as the New York State Committee and the New York-New Jersey Committee of the North American Civic League for Immigrants." In 1914, when its work

became national in scope, its name was changed to the Committee for Immigrants in America.¹

The National Americanization Committee was formed in May, 1915, at the suggestion of the Committee for Immigrants in America "to bring American citizens, foreign-born and native-born alike, together on our national Independence Day to celebrate the common privileges and define the common duties of all Americans, wherever born." The campaign was so effective that 106 of the most important cities in America held patriotic celebrations and special citizenship receptions in connection with their Fourth of July exercises.²

After the campaign so many requests for assistance in Americanization work and methods continued to come to the Committee that, in the hope of correlating the efforts of the numerous agencies of the country interested in the problem, the Committee perfected a permanent organization.

The Committee is a clearing-house, not a membership organization. It deals with governmental departments, schools, courts, chambers of commerce, churches, women's clubs, patriotic organizations, institutions, and groups as units of co-operation—not primarily with individuals. It plans and organizes work for local organizations, enabling them better to execute their local work. It standardizes Americanization work and methods and stimulates thought, interest, and activity. It conducts experiments which later are incorporated into governmental, educational, and business systems of the country. It derives its support from contributions—not from dues or assessments. Its services and publications are free.³

During the first six months of its existence the Committee, in co-operation with the agencies just mentioned, conducted "night-school publicity campaigns in Detroit and Syracuse under the auspices of chambers of commerce, and in Wilmington, Delaware; state training courses for teachers, as in New York state and Michigan; college training courses for social service in immigration, introduced in whole or in part in Yale, Columbia, and

¹ *Memorandum to the Advisory Commission of the Council of National Defense concerning the Committee for Immigrants in America, National Americanization Committee and Affiliated Organizations* (transmitted on October 12, 1917).

² Many agencies co-operated in this enterprise.

³ *A Call to National Service*, p. 3; a pamphlet published by the National Americanization Committee.

Chicago universities, Beloit and Tufts colleges, and a number of other colleges and universities; preliminary surveys in cities to serve as the basis of Americanization work; plans and details for teaching English and civics; speaker's bureau and bulletin, and Americanization conferences, notably the National Conference in Philadelphia, June, 1916; prize competitions, among which is the housing contest now in progress for the best plans for houses especially designed for industrial towns of rapid growth; the publication of a quarterly magazine, the *Immigrants in America Review*, for clearing information of Americanization work as conducted by agencies public and private throughout the country.¹

Some time after the entrance of the United States into the war the Committee turned over practically its entire staff and equipment to the national government without charge to help in furthering Americanization projects.²

Among the persons who have been more or less active in the work of these organizations are the following: Frank Trumbull, Felix M. Warburg, Herbert Croly, John H. Finley, Mrs. J. Borden Harriman, John Mitchell, Mrs. Vincent Astor, Mrs. Cornelius Vanderbilt, Mary Antin, Robert Bacon, Nicholas Murray Butler, Henry P. Davison, Howard Elliott, Myron T. Herrick, John Grier Hibben, Frederic C. Howe, George von L. Meyer, Thomas A. Edison, Samuel Rea, Julius Rosenwald, Cardinal Gibbons, Rodman Wanamaker, Benjamin Ide Wheeler.³

In conclusion, the activities of private and voluntary agencies may be summarized in the words of Mr. Mayper:

The foreign-born groups are divided among themselves and are not getting the American point of view.

The native-born agencies are not reaching them and have the utmost diversity of standards, methods, and material. Their information is distributed without knowledge of the needs and what will fit conditions best.

Industrial plants are here and there giving attention specifically to the foreign-language workmen, and, for the most part, they are ready and willing to be used, but do not know how to do the work themselves.

¹ *A Call to National Service*, p. 3; a pamphlet published by the National Americanization Committee.

² Personal interview with Mr. Joseph Mayper.

³ These names are taken from the list of officers and members given in the memorandum referred to on page 13, note.

The educational agencies, especially the public schools, are alive to the situation, but need the propaganda itself to vitalize their work.¹

II. STATE AND MUNICIPAL AGENCIES

Prior to 1914 the Americanization work of states and municipalities was meager. The only state in the Union which had made financial provision for the education of immigrants was New Jersey. Massachusetts was the only state which had a law requiring illiterates up to twenty-one years of age to attend school. In certain instances municipalities had endeavored to solve the problem by establishing evening classes of various kinds. Such classes, generally speaking, were attended by few pupils and as a rule were poorly adapted to meet the needs of immigrants.

Since 1914 some progress has been made. By 1916 Massachusetts and Connecticut had enacted laws requiring the establishment of evening schools for the education of illiterate minors in communities where there are a certain number of such minors and under certain other conditions. Where such evening schools are established persons to whom the law applies are compelled to attend.

Even under the most favorable circumstances yet existing, however, results leave much to be desired. For example in Massachusetts, the leading state in the Union in eliminating illiteracy, there were, according to data available March 1, 1916, "23 communities in the state, each having over 5,000 inhabitants and over 1,000 foreign whites where no evening schools were found, in one of which, according to the census returns for 1910, the foreign-born whites comprised 47 per cent of the population."²

Nine other states containing a large number of foreign-born persons had legal provisions which, under certain circumstances, permitted the establishment of evening schools for the education of persons beyond the compulsory school age.³ Such legislation has not proved effective. In the nine states cited, embracing 1,050 cities with over 2,500 inhabitants each, 474 of which

¹ Preliminary report of Mr. Mayper.

² Farrington, *Public Facilities for Educating the Alien*, p. 14.

³ New York, Pennsylvania, Illinois, New Jersey, Ohio, Maine, Minnesota, California, Wisconsin.

contained over 1,000 foreign-born whites, there was a total of but 207 evening schools.¹ In other words, less than one-half the cities containing over 1,000 foreign-born whites had provided evening schools for immigrant education.

Let us examine one of the so-called "immigration states" more in detail.

New York in 1910 had a total foreign population of 2,748,011, an increase of 44.4 per cent over that of 1900. Of this number, 597,012 ten years of age and over, were unable to speak English; 362,065 were illiterate. Alien men between twenty-one and thirty-one years of age who registered for the draft numbered 264,709. Out of the 2,634,578 ten years of age and over but 131,541 were attending school.

In 1910 New York City contained 421,951 foreign-born unable to speak English; in 1914 only 36,923 were enrolled in evening schools—less than one out of every ten. Buffalo contained 118,444 foreign-born, 30,826 of whom were unable to speak English, and but 2,622 attended evening schools, that is, about one out of every 12. "In 1914 there were no public evening schools whatsoever in 107 urban communities with more than 2,500 inhabitants; 71 of these communities had more than 1,000 foreign-born, and three of them had more than 4,000 foreign-born."² Such are the conditions in a state in which the law *permits* the board of each school district to maintain free night schools.

Some of the chief causes for the inefficiency of states and municipalities in Americanizing the alien are not hard to discover. They are constitutional, financial, and educational in nature. Only one state, California, mentions evening schools in its constitution. In twenty states the constitutions directly limit the distribution of the state school funds to communities on the basis of the number of resident children of school age (usually from five or six to twenty or twenty-one years). In some of the other

¹ Figures up to March 8, 1916, for the school year, 1914-15; Farrington, *Public Facilities for Educating the Alien*, p. 15.

² *War Americanization for States*, p. 5. Published by National Americanization Committee, October, 1917. This pamphlet contains a summary of alien conditions in each state in the Union. A comparison with other states shows that conditions in New York are by no means exceptional.

states a like result takes place by implication. In all such cases the financial burden for educating the alien must rest on the local community. Such was the situation in 1915 in thirty-seven states of the Union. By that year but eleven states had made appropriations for the support of evening schools, and these appropriations in many instances were utterly inadequate to meet the financial needs of the schools. In a few cases the available funds were supplemented by fees collected from students, but in such instances, especially where the fee was as high as \$2.00, the enrolment was greatly decreased. As a result the chief purpose of the schools was defeated.

In some cases the State Councils of Defense have been active in promoting Americanization work. Leaders in such work and examples of their activities follow.

The State Council Americanization Committee of Connecticut was recently changed to a Bureau of Americanization. Indications are that it will be made a legal state bureau by the next legislature. At present the Bureau is financed by the State Board of Control, which makes such payments as are found to be necessary by the State Council. Prior to this reorganization the State Americanization Committee had distributed throughout Connecticut patriotic literature in eight different foreign languages. Successful public meetings of alien groups were also held under the auspices of the committee.

The Woman's Section of the State Council of Defense has been especially active in Illinois. It has organized classes to meet at the noon hour among foreign women employed in factories. Other classes for small groups of foreign women have been provided in their homes or at a school. These women have been reached through lessons in cooking, sewing, and other household arts, although the real object of all the classes has been the teaching of English. It has also sent speakers to explain America's attitude on the war to various groups of foreign-born working-girls.

The organization of the Americanization work in Massachusetts is especially commendable. Under the leadership of a state director a committee of over one hundred members composed of

representatives of all the racial groups in the state, as well as the labor, capital, and social-service agencies interested in Americanization, have co-operated in furthering Americanization projects. The committee carries on its work through various subcommittees each of which has charge of one specific line of activity. One important work of the committee was the effective correlation of the activities of such organizations as the Y.M.C.A.

In New Hampshire a notable accomplishment of the State Americanization Committee has been the enlistment of the enthusiastic co-operation and support of labor unions of the state in the work of Americanization. Fairly complete programs for the establishment of evening schools and the teaching of the elementary subjects in English have also been prepared.

The State Council Director of Americanization of New York is also the head of a Division of Immigrant Education of the State Board of Education. His principal work up to this time has been the formulation of courses of training and education to prepare teachers of the foreign-born. This undertaking was authorized by the last legislature.

Among the municipalities which have taken an active part in the work of Americanization, Cleveland easily ranks in the first group. The need for such an undertaking was great. In 1914 Cleveland had over 200,000 foreign-born residents ten years of age and over. Of these about 80,000—one-tenth of the entire population of the city—were unable to speak English; only 11,383 of them were enrolled in the schools.¹ But by its efficiency in organizing the city's Americanization work, its attention to alien women, its relatively generous financial appropriations for night schools, and its success in winning the co-operation of many industrial plants, Cleveland has made valuable contributions toward solving the problem.

Shortly after the entrance of the United States into the war there was organized the Mayor's Advisory War Committee. As a special division of the Mayor's Committee there was formed the Cleveland Americanization Committee. About the same time the city Board of Education established a Department of Educational

¹ Cole, *Handbook on Industrial Americanization*, p. 3.

Extension and Community Centers and appropriated \$120,000 for its work. These agencies have co-operated in a campaign to make Cleveland a "one-language city."

As a result of their efforts classes for immigrants were organized the past year in "public-school buildings, factories, parochial schools, churches, public libraries, hospitals, and in fact every place within the city" where groups of non-English-speaking people could be reached.¹ The Mayor's Committee appropriated a sum sufficient to defray all expenses of these special classes. Instruction was free.

After having provided for educational centers in all parts of the city the widest publicity was given to the plan. Posters, display cards, hand bills printed in six languages were distributed in the foreign-born communities. Employers offered inducements to, and brought pressure upon, their employees to secure their attendance at the classes. In addition to the usual night schools classes were formed in twenty-two different industrial plants and in many other places. Fourteen of the companies "paid for either half or all of the time taken by the classes." To meet the diffidence of adult aliens who did not like to attend the public schools classes were organized in thirteen foreign-language churches. The total registration in all classes was as follows:²

1. Regular evening schools (not including citizenship)	3,457
2. Citizenship classes	974
3. Factory classes	698
4. Hospital and settlement classes	222
5. Church classes	495
6. Foreign-hall classes	75
	<hr/>
	5,921
Number of students who were American-born	79
Number of students who were foreign-born	5,842
	<hr/>
	5,921
Number of teachers	105

¹ A. W. Castle, assistant superintendent of schools, in letter of September 9, 1918.

² *Report of the Work of the Cleveland Americanization Committee* (July, 1918), p. 6.

When it is remembered that there are in Cleveland about 70,000 aliens ten years of age and over who are not enrolled in the public schools, and that Cleveland is one of the leaders in Americanization work, the meagerness of the results in comparison with the great need is startling. The fact is that the states and municipalities, through no particular fault of their own, have failed to Americanize the adult foreign-born population of the United States.

III. FEDERAL AGENCIES

Federal activity in Americanizing the foreign-born is of recent origin and limited extent. By established precedents and legislative and constitutional provisions, control over practically all phases of education has until the present time remained in the hands of state and local authorities. Federal interest in immigrant education has therefore confined itself largely to various investigations of the existing facilities for educating the foreign-born; to arousing the public mind, by the use of bulletins, news items, and other publications, to the need of such facilities; and to issuing from time to time material which might be useful in carrying on such work. Chief among the federal agencies which have been active in this work are the United States Bureau of Education, the Council of National Defense, the Committee on Public Information, and the Bureau of Naturalization.

Unfortunately, a conflict of authority, duplication of effort, and lack of co-ordination seem to exist among these federal agencies. A summary of a few of the events of the last year will support the foregoing statement and at the same time will reveal the chief federal activities.

On February 12, 1918, the Council of National Defense, which has acted as a transmitting agency for various federal agencies interested in Americanization, indorsed and issued, on behalf of the Bureau of Education, Bulletin No. 86.¹ This bulletin consists of an elaborate outline of Americanization work to be conducted through the State Councils of Defense as correlators of all state and local Americanization activities. It contains also a list of

¹ *Americanization of Aliens*, Bulletin No. 86, Council of National Defense, February 12, 1918.

pamphlets and other materials on Americanization, and a list of some thirty-two agencies now engaged, more or less vigorously, in Americanization work, with a brief description of the activities of each.

On April 20, 1918, the Council of National Defense issued a supplementary bulletin on *War Information Service for Immigrants*.¹ This contains plans for organizing committees and conducting work in each state for the promotion of loyalty among immigrants. It also contains a rather full bibliography of material available for free distribution and useful in the work of Americanization.

Meanwhile the Committee on Public Information, with the co-operation of the National Americanization Committee, undertook a survey for the purpose of obtaining a list of local agencies coming in contact with our foreign population, primarily with a view to the circulation of war pamphlets. In some cases mayors of cities assumed that this inquiry made them agents of the federal government in carrying on Americanization work. Confusion at once resulted with the work of the State Councils of Defense, which had been designated in Bulletin No. 86 as a centralizing agency in each state.

When the Bureau of Naturalization learned that bulletins had been issued by the Council of National Defense on behalf of the Bureau of Education, in which nothing was said about its work, it persuaded the Council to issue on April 20, 1918, another bulletin supplementary to Bulletin No. 86. In this publication, Bulletin No. 91,² the work of the Bureau of Naturalization was outlined and emphasis was again placed on the necessity of centralizing, as far as possible, in the State Councils of Defense all work of Americanization in the various states.

In the meantime (April 2-3, 1918) Mr. Lane, the Secretary of the Interior, had called a conference to meet in Washington to consider the whole subject of Americanization. Governors, state officials, prominent commercial and industrial leaders, educators,

¹ Bulletin No. 92, Council of National Defense, April 20, 1918.

² *Co-operation with the United States Bureau of Naturalization*, Bulletin No. 91, Council of National Defense, April 18, 1918.

and publicists participated in the gathering. At the conference a resolution was offered urging the appointment of a central controlling body for all federal Americanization work, but for some reason this resolution was never brought to a vote.

In May a law was enacted by Congress authorizing the Bureau of Naturalization to issue a textbook for the instruction of persons preparing for naturalization. There are certain indications that the Bureau of Naturalization hereupon considered itself the only federal agency legally authorized to deal with the foreign-born.

To complicate matters still further, that same month saw a new development in the Bureau of Education. As early as 1914 a Division of Immigrant Education had been established in this Bureau. As no funds were available to carry on the work, the National Americanization Committee, at whose suggestion the division was established, volunteered to appoint one of its staff members, Mr. H. H. Wheaton, to take charge of the division. Now in May, 1917, a War Work Extension Division, apparently with co-ordinate powers, was appointed and placed in charge of Mr. Joseph Mayper. To increase the tangle, Miss Frances A. Keller, also a member of the National Americanization Committee, was at about the same time appointed as Special Advisor on War Work among Immigrants, a somewhat similar position, and placed in charge of the New York City office of the Bureau, an arrangement having been entered into at this time by which the National Americanization Committee turned over its entire office and office force to the Bureau of Education. Since this event there seem to have been for at least part of the time two branches of the Bureau of Education engaged in the same sort of work.

Such, in brief, are the activities of various federal agencies engaged to some degree in the work of Americanization. It would be unprofitable to review further the evidences of inefficiency, overlapping of efforts, and examples of friction among these various agencies.¹ Suffice it to say that those familiar with the facts

¹ Evidence on this whole subject is confusing. Assertions and denials are made by different persons concerned. I have given as fair an interpretation as possible; only an authoritative investigation can discover the whole truth. Since the foregoing was written steps have been taken to centralize the Americanization work of the Bureau of Education.

will not question the necessity of some means by which federal activities in Americanization can be more effectively co-ordinated.

IV. PROPOSALS FOR FEDERAL ACTION

In recent years there have been various indications of an increasing public sentiment in favor of placing the responsibility for the education of immigrants on the federal government rather than on the local community or the state. Admission to the country and naturalization, it is maintained, are both determined by federal enactment. The more or less constant movement of immigrants from community to community and from state to state makes it obvious that effective education is possible only through national action, and finally it is declared that, since Americanization is a matter vital to the national welfare, the responsibility for it should rest on the national government.

Concrete manifestation of this growing sentiment is the support given to two federal Americanization bills, both of which were direct results of the April conference.¹

The first of these measures provides for the appropriation of \$500,000 annually for ten years, to be administered by the United States Commissioner of Education, for the education of persons of foreign birth or parentage "in the understanding and use of the English language, in a comprehension of the fundamental ideals and meaning of American life, citizenship, and institutions, and in a genuine allegiance to the principles upon which the Government of the United States is founded."

The second bill was drafted, after two years of investigation, by the Legislative Committee of the National Committee of One Hundred, the Advisory Council on Americanization of the United States Bureau of Education. It has been indorsed by eleven governors, a large number of boards of education, many school superintendents, chambers of commerce, industrial leaders, patriotic organizations, and representatives of all phases of American life. It has the approval of the Secretary of the Interior, the United States Commissioner of Education, and the special committee of nine appointed by Secretary Lane to review the bill.

¹ See above, p. 625; also *School Life*, I, No. 1, pp. 1-2.

The chief provisions of the bill are:

1. The appropriation, as an emergency fund, of \$5,000,000 for the fiscal year ending June 30, 1919, without requiring the states to appropriate an equal amount, this money to be used for the immediate education of immigrants; \$3,000,000 the second year, \$4,000,000 the third year, \$5,000,000 annually thereafter, states and territories being required to appropriate equal amounts beginning with the second year.

2. The appropriation of \$500,000 the first year and \$750,000 the second year for the preparation of teachers of immigrants.

3. Apportionment of the funds among the states and territories is to be according to the number of resident persons ten years of age and over who are unable to speak English, compared with the total number of such persons in the entire United States.

4. Of this fund 50 per cent to pay salaries of teachers, etc., is to be applied in classes in places where immigrants live, work, or congregate.

5. The administration of the act is vested in the United States Bureau of Education.

6. At least one hundred hours of English, civics, and history must be taught in a given class or school.

7. None of the money appropriated can be applied to the support of private schools.

In the brief accompanying the bill the argument in favor of its passage is summarized as follows:

1. Immigrants are admitted into the country by the Federal Government; they are admitted to citizenship by the Federal Government; therefore, the period between admission and naturalization is equally a matter of *Federal* interest. In this period their education for life and citizenship must take place.

2. Immigrants move from one state to another. One community trains them and carries the cost under the present system, while the other gets the benefit. This is unfair. Their education is, therefore, an *inter-state*, and hence a Federal matter.¹

¹ The brief from which the foregoing summary and argument are taken is on file with the Committee on Public Information.

CHARACTER OF PRESENT INSTRUCTION IN AMERICANIZATION

I. AIMS

The first point which calls for consideration in a survey of the various courses of instruction in Americanization now in operation is the aims which should govern such instruction. Just what is Americanization? What is good citizenship? Only as an agreement is secured on these fundamentals can an adequate criticism be reached on existing courses. Let us see then what various leaders and organizations have said on this matter.

WHO IS A GOOD CITIZEN?

Woodrow Wilson, president of the United States:

A good citizen is one who constantly and consciously accommodates his conduct and his business to the rights of others and the interests of the community.

Charles W. Eliot, president emeritus of Harvard University:

The good citizen is an intelligent and judicious man who loves freedom, justice, and mercy, and is prepared on occasion to sacrifice his own interests to the common good.

E. H. Gary, president of the United States Steel Corporation:

A good citizen is one who observes all national, state, and municipal laws and is willing to assist in their enforcement. He is honest and fearless. He is loyal to his home and friends and country. He does what he can to assist in promoting the moral, intellectual, and physical welfare of the people.

Samuel Gompers, president of the American Federation of Labor:

A man who does not live for himself alone; one who is concerned in the welfare of his fellows; who will, if necessary, make sacrifices to rectify wrongs, to eliminate evils, and make every effort for the common uplift, who will endeavor by every means within his power to see to it that these principles shall find expression in the laws and in the administration of the affairs of the government of his city, his state, and his country.¹

WHAT IS AMERICANIZATION?

The Cleveland Americanization Committee:

Americanization means assimilation into the American life of the community. . . . The keystone to Americanization is learning the language of

¹ Adams, *What Constitutes Good Citizenship*, pp. 4-6.

our country. . . . Americanization is the co-operative process by means of which "many peoples" in our city and in America become "One Nation" united in language, work, home ties, and citizenship, with one flag above all flags, and only one allegiance to that flag. Americanization is a co-operative movement, bigger than America. It is a world-wide movement that all peoples may be united in a "world brotherhood." It is part of the aim of the great war being waged, that the world may be made safe for "democracy" abroad and at home as well. Americanization is carrying democracy to *all peoples*, first, within the boundaries of America, and second, to all peoples without the boundaries of America, in order that the world may have a greater industrial, educational, economic, and political freedom.¹

The National Americanization Committee:

The interpretation of American ideals, traditions, and standards and institutions to foreign-born peoples.

The acquirement of a common language for the entire nation.

The universal desire of all peoples in America to unite in a common citizenship under one flag.

The combating of anti-American propaganda activities and schemes and the stamping out of sedition and disloyalty wherever found.

The elimination of causes of disorder, unrest, and disloyalty which make fruitful soil for un-American propagandists and disloyal agitators.

The abolition of racial prejudices, barriers, and discriminations, of colonies and immigrant sections, which keep people in America apart.

The maintenance of an American standard of living including the use of American foods, preparation of foods, care of children.

The discontinuance of discriminations in housing, care, protection, and treatment of aliens.

The creation of an understanding of and love for America and the desire of immigrants to remain in America, have a home here, and support American institutions and laws.²

Samuel Rea, president, Pennsylvania Railroad System:

The task of producing good United States citizens from the millions of men and women of alien birth who are in this country, and who in normal times come here by the hundreds of thousands yearly, appears to resolve itself into two problems:

First, America must be made to seem to these people a good place, not merely to make money in, but to live in.

Second, they must be induced to give up the languages, customs, and methods of life which they have brought with them across the ocean, and

¹ Cole, *op. cit.*, pp. 3-5.

² *What You Can Do for Americanization*, p. 20. National Americanization Committee, March, 1918.

adopt instead the language, habits, and customs of this country, and the general standards and ways of American living.¹

Franklin K. Lane, Secretary of the Interior:

What is this Americanism? It is not internationalism; it is the most intense nationalism, because through this Nation mankind is to be served. Americanism is not pacifism, because Americanism is courage, and there can be no such thing as manhood or womanhood without courage. Americanism is not cynicism; it is enthusiasm. Americanism is not indifference; it is purpose. It is not being carried away with the idea that there is some guiding fate that will lead us in some mysterious way into the happy land. It is a consciousness through our whole being that things can be achieved by work and by will, and that is the lesson that you are to carry—that you are carrying, that you are preaching every day to the children of America.

And how can you do it? You can do it by teaching American history in the American tongue, by giving American standards, by letting American boys and girls know that the history of the United States is not a mere series of fugitive incidents, remote, separated, unrelated, but is a philosophy going through the history of 140 years; by teaching them that those men in America are noble who contribute to the elevation of American ideals and that those men are ignoble who do not add to the march of this philosophy of mankind.²

Intelligence, co-operation, self-sacrifice are the three characteristics given chief emphasis in the definitions describing the good citizen; that is, the good citizen is one who knows what the public welfare needs, and who co-operates in establishing it, even though his co-operation may mean personal discomfort and loss.

In the various explanations of the meaning of Americanism chief stress seems to be laid on the acquisition of the English language and American citizenship, and on the adoption of American customs, standards, and methods of life; or, in other words, Americanism is defined as a process by which an alien acquires our language, citizenship, customs, and ideals.

It is difficult to see why true Americanism necessitates on the part of the immigrant the adoption of our foods or our methods of preparing food, as urged by the National Americanization Committee. It is conceivable that one may continue to eat goulash or garlic and forego the pleasures of pie and yet become a true

¹ Samuel Rea, *Making Americans on the Railroad*, leaflet published by the National Americanization Committee.

² *School Life*, I, No. 1, p. 15.

American in mind, heart, and action. Even the surrender of certain customs may impoverish the future America. The all-important thing, as Secretary Lane has so finely put it, would seem to be the adoption of the spirit of America.

II. TYPICAL COURSES AND METHODS

Of the various courses of instruction given in industries, let us survey three: the Sicher system, the Ford English School, and the correspondence courses of the Pennsylvania Railroad System.

The Sicher system.—The D. E. Sicher Company, of New York City, manufacturers of muslin goods, are pioneers in the work of Americanization in industrial plants. This firm employs large numbers of alien employees, many of whom are illiterate. In 1913 courses of instruction for these foreign-born employees were organized in co-operation with the New York Board of Education. The company furnishes a classroom in the factory and meets part of the other expenses. The Board of Education furnishes a teacher, necessary supplies, and supervision. Arrangements were made by which employees, without loss of pay, were permitted to receive

practical instruction in speaking and writing the English language, the composing of personal and business letters, the fundamentals of arithmetic, history and civil government, good citizenship, local ordinances, hygiene and sanitation, the industrial solution of the product they handle from the cotton fields to the machines they operate, and the mysteries of communication so puzzling to the foreigner—the use of the telephone and city directory, the sending of telegrams and letters, and the finding of one's way in the city streets.¹

The class meets for three-fourths of an hour every day. The term continues for thirty-five weeks during the year. At the end of the first school year forty girls representing various nationalities were graduated. They had acquired the ability to read and write the English language; they understood the fundamental laws of health; their outlook on life had been enlarged; and, in addition, after only sixteen weeks of instruction, their earning

¹ Jessie Howell MacCarthy, *Where Garments and Americans Are Made*. New York: Writers Publishing Co., 1917.

capacity had increased from $19\frac{1}{2}$ cents to $22\frac{1}{2}$ cents per hour. The United States Commissioner of Education, P. P. Claxton, calls the Sicher system "the most practical method yet for teaching these older immigrant boys and girls."

The spirit of Americanism which prevails in the Sicher plant is revealed in part by an extract from a letter dated September 9, 1918:

For the past four or five months we have been conducting a Red Cross workroom. This is made up of our experienced and inexperienced machine sewers and other employees who volunteer two hours a week, Monday evening from six until eight o'clock, to work on garments furnished us by the New York Chapter of the American Red Cross. The employees volunteer the time, the Red Cross supply the material and the firm furnish supper, light, heat, power, and sewing thread. A considerable number of non-machine sewers have organized a very active knitting unit. Our production is, of course, high as compared with the production of the usual Red Cross workroom, the personnel of which is the average unskilled woman.

The Ford English school.—One of the most extensive and best organized efforts yet made by an industry for the Americanization of its foreign-born labor is in operation at the Ford Motor Company plant in Detroit, Michigan. In connection with the introduction of the Ford profit-sharing scheme an investigation was made which revealed the existence in the Ford shops of workmen representing fifty-three different nationalities and speaking over one hundred different languages and dialects.

As a result the Ford English School was established. Its efficiency and character may be judged by the following extract from the *Survey Report of the Detroit Board of Commerce*:

One thousand seven hundred men are learning English in twenty-eight especially built classrooms provided for them under the Ford roof. Each class averages an enrolment of between twenty-five and thirty, so that there are about eighty classes. There are three shifts of workers, each having an eight-hour day. This gives an opportunity to use the twenty-five classrooms at three different periods (8:00 A.M. in the morning, at 1:00 P.M. in the afternoon, and 3:30 P.M. in the afternoon). There are two sessions for each class: one group of classes meets on Mondays and Thursdays and the other Tuesdays and Fridays. Wednesday is set aside for a Teachers' Training Course, which is absolutely essential to the success of the classes. The teachers are volunteers from the employees of the factory itself. They represent clerks,

foremen, checkers, inspectors, stenographers, machinists, and eight other classes of workers. Here you find in actual operation the American employee teaching English on his own time, because he wants to be of service to the foreigner. There seems to be something in this spirit of unselfish service that appeals to foreign and native mind alike. There are ninety teachers for the eighty classes; ten teachers are necessary for substitutes because of the unforeseen circumstances which arise from time to time, preventing the teacher's presence at his class.

The men of the plant who do not speak English are enrolled in the classes through the investigators of the Sociological Department. In order to ascertain whether any employee is rightfully entitled to share in the bonus system, a staff of forty investigators is employed. One of the duties of these investigators is to find out whether each man speaks English or not. If he does not, a card is made out, and he later is requested to see one of the interpreters of the Company. The purpose and advantage of the English classes are then explained individually to each man and he is invited to attend. If he so desires, he is at once assigned to a definite class.¹

Unfortunately the Ford Company has nothing in print in the way of courses of instruction along the lines of education and Americanism.²

The Pennsylvania Railroad system.—Another interesting attempt at Americanization has been carried on for some time by the Pennsylvania Railroad System. Over 33,000 foreign-born men were employed on the Pennsylvania Lines at the beginning of the present year. About one-third of the number were Italians, many of whom could neither read nor write English. Because of the evident need of Americanization work among these men a correspondence course was organized in Italian-English. The direct charge of the work was given to a native-born Italian who is a graduate of Yale and an ardent advocate of Americanization. Mr. Rea, the president of the Pennsylvania system describes the work as follows:

The original purpose in establishing these courses was to make Italians, who are largely employed in track maintenance gangs, more efficient workmen by teaching them the English language so that they might better understand the orders of their foremen. The language courses are also utilized to instruct the men in the proper use of their tools, and in the fundamentals of safety, health, and sanitation to aid them in raising their standards of living.

¹ Quoted in Cole, *op. cit.*, pp. 9-10.

² Letter from Ford Motor Company, September 11, 1918.

For this reason all of the language lessons, beyond the most elementary, deal with practical subjects. As the course advances the work consists largely in rendering from Italian into English brief instructions relative to the use of tools and implements, and information regarding the proper method of laying and repairing track and the fundamental safety rules. One entire pamphlet is devoted to the use of signals and signal rules, and two others to the use of track tools.

Altogether there are eleven pamphlets in the Italian-English course, and the last one of the series is devoted to the subject of Naturalization.

On February 20, 1918, there were 4,307 students enrolled in the Italian-English course on the Lines East of Pittsburgh alone, or more than one-half of all the employees of Italian birth working on that portion of the Pennsylvania System.

Experience on the Pennsylvania Railroad has shown that the best results in endeavoring to teach foreign-born employees the use of the English language are attained by measures which will practically compel them, in the course of their everyday work, to accustom themselves to speaking and thinking in the new tongue. For this reason, information especially intended for employees of alien birth is usually printed in English instead of in their own language. Practically every gang of workmen has at least one man besides the foreman who can read English. Printed information in English is deciphered by him and explained to the others, so that the double purpose is served of imparting useful information and at the same time giving a language lesson.

In a similar way, lectures on safety and similar subjects, while necessarily given at times in Italian and other foreign languages, are always accompanied by lantern slides and other illustrations in which English words are used.¹

Similar courses of instruction have been furnished for Mexican employees. Instruction by correspondence in electricity, mathematics, and stenography has also been provided. In the latter courses many of the students were of native birth, though a considerable number of persons of alien birth were also enrolled. "Out of approximately 166,000 employees on the Lines East of Pittsburgh 18,769, or 10.7 per cent of the total, were on February 28, 1918, enrolled in these courses."

It is impossible to measure accurately the success of this work. Such evidence, however, as is available is highly encouraging. For example, 32 per cent of the foreign-born employees of the Pennsylvania Railroad Lines East of Pittsburgh subscribed to

¹ Samuel Rea, *op. cit.*, p. 2.

the First Liberty Loan; 34 per cent of the native-born subscribed. Of the 25,721 men of alien birth who were employed June 30, 1917 "8,003 had been fully naturalized; 3,069 had taken out their first papers; and 5,064 had definitely announced their intention of applying for naturalization. In other words, nearly 63 per cent of the total had either become United States citizens or had declared their intention of so doing."¹ To what extent these results were due to the correspondence courses it is, let me repeat, impossible to determine.

Industrial courses in Cleveland.—In a previous section attention was called to the Americanization work in Cleveland. In the twenty-two industries where classes were organized these classes met for one hour a day and two days a week for English and, in some cases, an extra day for citizenship.

Instruction in English was made as practical as possible by giving the students shop terms as soon as they could understand them. The work was conducted by what is known as the direct method, by teachers especially trained for the purpose.

Instruction in citizenship is based on a pamphlet containing fifteen "Lessons in American Citizenship." It includes brief discussions of the meaning of free government, the story of the United States, the national Constitution, and the government of the United States, the state of Ohio, and the city of Cleveland. In this phase of the work chief emphasis is placed on the ways in which the government serves the public. There are also lessons describing how citizens rule, the way to become a citizen of the United States, and the duties and rights of a citizen. The last lesson deals with the causes of the present war. An appendix contains extracts from the Constitution of the United States, a list of the free public night schools in Cleveland, important facts about the laws, three songs for Americans, sample forms used in naturalization, and other matters of interest and importance.

The pamphlet is written in clear and simple English. Adult aliens should have little difficulty in understanding it. Many of the questions at the end of each lesson call merely for memory work, and are, in consequence, of slight educational worth. The

¹ *Ibid.*, p. 3.

value of the list of "Facts and Dates in Our History" (pp. 11-12) is questionable; the chronological items on Jefferson and Hamilton are useless (p. 13). Many will see little value to immigrants in the itemization of the powers of the nation and the powers of the state (p. 15). In fact, considerable material in this pamphlet is of an encyclopedic nature, useful perhaps for reference but lacking the vitality and interest which should enter into such a text. It is, however, a marked improvement on that type of training for immigrants so prevalent in the country a short time ago, a training which was limited to the material necessary for acquiring naturalization papers. The pamphlet is attractively illustrated.

The success of the civics work appears in part from the fact that "whereas the attendance in citizenship classes in former years diminished very materially by spring, this year the attendance increased from 150 to 200 during the winter and to 400 after May 1st." The cause of the large increase in the spring was doubtless due in large part to an arrangement by which the government examiner agreed to hold the examination for naturalization at the classroom instead of as heretofore in the Federal Building. The men thereby were saved the financial loss due to losing time from work. In the past 80 per cent of those taking the examination had failed. Of those taking the course this year, however, 90 per cent passed successfully.

A phase of the Americanization work in Cleveland which deserves especial mention is the recognition of the fact that success depends, not only in bringing to the foreign-born an acquaintance with American ideals and customs, but in giving to the native-born a sympathetic comprehension of the racial and historical background of the immigrant. To accomplish this purpose a series of articles has been planned, primarily for native Americans, to take up one by one the various nationalities prominently represented in Cleveland and give information concerning their history, customs, and characteristics.¹

¹ One of the pamphlets, attractively illustrated and well written, has already appeared. It is entitled, *The Slovaks of Cleveland*. The author is Eleanor E. Ledbetter. The complete course of study in Cleveland will soon be published by Macmillan.

Methods of securing enrolment in classes.—Enrolment in classes which have been provided by industrial plants is of course, voluntary, but various inducements, and different kinds of pressure have been employed to secure attendance. In many instances, as in the Sicher plant, the workers are permitted to attend classes during working-hours without loss of pay. Many companies place posters in conspicuous places, urging their employees to become members of educational classes. On pay days it is a common practice to place slips or folders in the pay envelopes, urging attendance at the classes. For example, the following statement was distributed at the Ford plant:

TO EVERY NON-ENGLISH-SPEAKING EMPLOYEE

You are expected to attend the Ford English Schools. You must learn to read, write, and speak English. This School was established for your benefit, and you should be glad of this opportunity.

You must read your Bulletin and you must be able to read the safety signs placed about the plant. There is no excuse for your remaining away from school. Come to the third floor on the Woodward Avenue side, after you ring out. COME TODAY.¹

Some industries have exerted pressure on their men by giving preference in employment and promotion to those attending night school. In August, 1917, for example, the Michigan Bolt and Nut Works of Detroit issued this statement:

On September 10th, a new term of the free public evening schools will open. The officers of this company favor the attendance of our non-English-speaking employees at these schools. From and after this date, as conditions will permit, men attending night school *will be given preference when applying for work with this company. If it should become necessary to reduce our force at any future time, we will endeavor to retain a man with a good night school record in preference to a man not attending school.*²

(Signed) MICHIGAN NUT AND BOLT WORKS

As a result of the united efforts of the Detroit Board of Commerce and the Board of Education and other local agencies "the appropriation for Americanization classes in English and citizenship was doubled and the enrolment was increased in one year 153 per cent."³

¹ Cole, *op. cit.*, p. 10.

² *Ibid.*, p. 8; italics used in the statement.

³ *Ibid.*

The state boards of education in some of the states have recently become interested in immigrant education, but in most cases their interest has manifested itself in stimulating local school authorities to take up the problem. No course of study prepared for immigrants by state boards, with the exception of the New York bulletin previously referred to,¹ has come to hand. Mr. Charles E. Towne, who is in charge of the Division of Immigrant Education in the Department of University Extension of the Massachusetts State Board of Education, has prepared a bulletin on *Methods of Americanization*, which is now in press.

Federal courses of instruction for immigrants.—Two courses in civics for immigrants have been issued recently by federal agencies, one by the Bureau of Education² and the other by the Bureau of Naturalization.³ The first of these is a tentative syllabus in elementary civics “published for use by teachers and principals until such time as the Bureau’s complete course, now in preparation, can be distributed.” It is a revision of the syllabus published by the New York State Department of Education, mentioned above.

Five topics are treated:

1. The citizen—how he lives

Such items as food, clothing, water, and fresh air are to be discussed, the purpose being “to show the relation of a citizen to his community.”

2. The citizen’s community—what it does for him

Protection of the citizen from danger by fire, disease, accident, and so on, and the services rendered by the public schools, library, parks, post-offices, etc., are to be discussed.

3. The citizen’s work—work and citizenship

How to secure work, how to advance in your work, and how to save money come under this topic.

¹ Even the New York bulletin was not the work of the state board. It is instead another example of the activities of the National Americanization Committee; it is entitled *Citizenship Syllabus*, University of State of New York Bulletin, No. 622 (September 1, 1916).

² *Syllabus of a Tentative Course in Elementary Civics for Immigrants*, Bureau of Education.

³ Raymond F. Crist, *Student’s Textbook. A Standard Course of Instruction for Use in the Public Schools*, etc. Washington, D.C.: Government Printing Office, 1918.

4. The citizen's country—the United States

The growth and history of the United States, the causes of the present war, and the war duties of citizens are to be taught here.

5. Becoming a citizen—ideals of American citizenship

The purpose and content of matters to be treated under this topic are clear from its title.

For class use by the average teacher it is doubtful whether such an outline has much practical value. It should be accompanied with subject-matter to teach or, at least, specific citations where such material can be obtained. Concrete illustrations of the method of teaching such topics is also vital to obtain the best results.

The other course on immigrant civics, that issued by the Bureau of Naturalization, we are told in a foreword was published by authority of Congress. It purports to be "a standard course of instruction applicable to the adult foreigner who is a candidate for naturalization," but it is "not intended to displace other textbooks having material suited to the Americanization of candidates for citizenship."

The first main division of this pamphlet is a series of twenty "lessons" intended primarily for the teaching of English. The topics selected are such as require the employment of words in most common use. The first steps in naturalization are explained, simple problems in practical arithmetic are given, the story of the flag is told, and bits of American history are related. On the whole this portion of the book is well done, though it is impossible to discover the unifying idea in a series of topics which include consecutively the following: story of the United States government; discovery of America, the Indians, life of Washington, Abraham Lincoln, Longfellow, liberty, the federal Constitution.

The second main division of this text deals with the national government. Of the fifty pages given to the subject, thirty-six are devoted to the executive departments. From the standpoint of immigrant education and the promotion of genuine Americanization there is slight merit in much of its material. Detailed cataloguing of phases of the mint, United States coast guard, post-office, hydrographic office, the bureaus of mines, entomology, biological survey, chemistry, fisheries, standards, lighthouses, and

so on, are supplied in cumbersome quantities. This portion of the text seems almost a compilation of the activities of the federal executive departments as they might have been prepared for legislative use by well-informed clerks in the respective departments. Other extracts might have been taken from a guidebook, as, for example, the statement that "the Senate Chamber is 113 feet 3 inches in length by 80 feet 3 inches in width, and 36 feet in height" (p. 54).

The third main division of the pamphlet deals with "fundamentals for the American home; some things the housewife should know." In this section directions are given on such matters as the selection and preparation of food, proper feeding of children, the rudiments of household sanitation, the treatment of injuries, personal hygiene, and neatness. There is much here which native Americans could doubtless read with profit. All in all, this textbook is a hodgepodge of material, good, bad, and indifferent. In the hands of the teacher who knows when to slash and alter it will be a decided help; in the hands of an inexperienced, weak teacher it could easily lead to disaster. A manual for teachers containing helpful hints, though with the inequalities of the text, has been published to accompany this pamphlet.

While not in itself a course of study, mention should be made of the first section of a publication dealing with "standards and methods in the education of immigrants" put out this year by the Bureau of Education. This section is entitled "Part II, Organization and Administration." Part I, on "Legislation," and Part III, on "Instruction," are announced as "in course of preparation," to be "available for distribution after the opening of the evening schools in the fall." Part II, on "Organization and Administration"—the section now available—"is intended for the experimental use of school officials, principals, and teachers during the coming school term . . . to be revised in the light of the known practices and criticisms of school authorities." It contains definite recommendations regarding immigrant education on such matters as financial support, supervision, appointment and qualifications of teachers, terms and sessions, methods of publicity, registration and classification of pupils, regulation of attendance,

and equipment of classrooms. In the present diversified practices in the education of our foreign population this compilation should be of real service in standardizing the organization and administration of such courses.¹

III. FINAL ANALYSIS AND RECOMMENDATIONS

Findings.—In conclusion, this survey has revealed the following conditions in immigrant education:

1. Very few of our foreign population are receiving any systematic training in English and citizenship.
2. There are a host of agencies eager to co-operate in Americanization if they but knew what and how to do; many of them, owing to ignorance, are engaged in undertakings of little value.
3. Conflicts, antagonisms, cross-purposes, duplication of effort, and inefficiency characterize the activities of many of the agencies now in the field.
4. Existing courses of instruction in citizenship are inadequate in content and method to produce the best results in Americanization; some of them, however, contain excellent features.

Recommendations.—In view of present conditions the following action should be taken:

1. There should be a centralizing federal agency with power to direct and co-ordinate the work of the different agencies engaged in Americanization.
2. A standard course of instruction in citizenship, embracing the fundamental political, economic, and social phases of American life, should be perfected by or through this centralizing agency. This course should be planned so as to permit such variations as are necessary to fit it to the needs of different communities. A collection of all the courses now used in immigrant instruction would be helpful to anyone attempting to organize such a course.
3. Special instruction should be provided in normal schools, colleges, and universities to fit teachers for the work of Americanization.
4. Adequate financial appropriations for a thoroughgoing campaign in Americanization should be made by Congress and by the legislatures of the states.

¹ A review by the writer of recent civic literature was published in *School Review*, November, 1918, pp. 705-14.